



United Nations Environment Programme



Distr.
GENERAL

UNEP/GC.16/16
7 March 1991

ORIGINAL: ENGLISH



GOVERNING COUNCIL
Sixteenth session
Nairobi, 20-31 May 1991

Item 7 of the provisional agenda

IMPLEMENTATION OF THE PLAN OF ACTION TO COMBAT DESERTIFICATION 1989-1990

Report of the Executive Director

Summary

In its resolution 35/73 of 5 December 1980, the General Assembly requested the Governing Council "to continue to report every other year to the General Assembly, through the Economic and Social Council, on the overall implementation of the Plan of Action to Combat Desertification". Likewise, in its resolution 39/168 B of 17 December 1981, the Assembly requested the Governing Council "to make the necessary arrangements at each session for submitting a report to the General Assembly, through the Economic and Social Council, on the implementation in the Sudano-Sahelian region of the Plan of Action to Combat Desertification. This document recounts the progress achieved since the fifteenth session of the Governing Council in the implementation of the Plan of Action to Combat Desertification (PACD), including measures to enhance the work of the Inter-Agency Working Group on Desertification, and ways and means of enhancing the efficiency of the Consultative Group for Desertification Control (DESCON). It also presents the report on the implementation of the Plan of Action in the Sudano-Sahelian region.

Suggested action by the Council

The Governing Council may wish to adopt a decision along the following lines:

A. Implementation of the Plan of Action to Combat Desertification

Recalling General Assembly resolutions 32/169 and 32/172 of 19 December 1977, 33/89 of 15 December 1978, 34/184 of 18 December 1979, 35/73 of 5 December 1980, 37/147 and 37/218 of December 1982, 38/160 of 9 December 1983, 39/168 A of 17 December 1984, 40/198 A of 17 December 1985, S-13/2 of 1 June 1986, 42/189 A of 11 December 1987 and 44/172 of 19 December 1989;

Recalling also its decision 9/22 A and B of 26 May 1981, section VII of decision 10/14 of 31 May 1982, section VII of its decision 11/7 of 24 May 1983, and decisions 12/10 of 28 May 1984, 14/15 A of 18 June 1987 and 15/23 A of 25 May 1989;

Considering the report of the Executive Director on the implementation in 1989 and 1990 of the Plan of Action to Combat Desertification; 1/

Also considering those parts of the 1989 and 1990 reports of the Administrative Committee on Co-ordination dealing with the co-ordination and follow-up of the implementation of the Plan of Action to Combat Desertification; 2/

Reaffirming its conviction that the Plan of Action to Combat Desertification is an appropriate instrument to assist Governments in developing national programmes for arresting the process of desertification;

Also reaffirming its conviction that combating desertification at the national level:

(a) Should involve the traditional systems used by local people to promote popular participation in programmes of desertification control;

(b) Requires the establishment of effective institutional machinery for integrating desertification control programmes into overall national development plans and priorities;

1. Take note of the report of the Executive Director on the implementation in 1989 and 1990 of the Plan of Action to Combat Desertification;

2. Authorize the Executive Director to submit this report, on behalf of the Council, through the Economic and Social Council, to the General Assembly at its forty-sixth session;

3. Encourage the ongoing efforts to compile a global assessment of desertification and to carry out mapping of thematic indicators of desertification at the global, regional and national levels;

4. Take note of the action taken by the Inter-Agency Working Group on Desertification to mobilize technical and financial resources to assist Member States of the Southern African Development Co-ordination Conference to develop and implement national programmes to combat desertification and to encourage reporting on activities of member organizations relevant to the implementation of the Plan of Action to Combat Desertification;

5. Invite donor Governments, intergovernmental bodies, including aid agencies and non-governmental organizations, to accord high priority in their bilateral and multilateral assistance activities to national programmes for combating desertification and for the rehabilitation of degraded land resources and to take into account the promotion of long-term ecological and social rehabilitation programmes in areas prone to desertification;

1/ UNEP/GC.16/16.

2/ UNEP/GC.16/13 paras. 29-31 and UNEP/GC.16/12 paras. 47-50.

6. Request the Executive Director to assist, within available financial resources, countries prone to desertification, at their request, in developing programmes for combating desertification within their development plans;

7. Also request the Executive Director to intensify his efforts to contribute fully to the preparations for the United Nations Conference on Environment and Development in the area of implementing the Plan of Action to Combat Desertification.

B. Financing and other measures in support of the Plan of Action to Combat Desertification

Recalling General Assembly resolutions 34/184 of 18 December 1979, 36/191 of 17 December 1981, 37/220 of 20 December 1982, 42/189 C of 11 December 1987, and 44/172 A of 19 December 1989,

Recalling also its decisions 13/30 A of 23 May 1985, 14/15 D of 18 June 1987, 15/23 B of 25 May 1991,

Considering the report of the Executive Director on the Consultative Group on Desertification Control; 3/

1. Recommend that the mandate of the Consultative Group for Desertification Control be changed to concentrate on information exchange and co-ordination, review of the status of the Plan of Action to Combat Desertification and exchange of information on scientific research in this field, on national programmes and on the implementation of the Plan of Action to Combat Desertification and advise on further action against desertification;

Or

Recommend to the General Assembly that the Consultative Group for Desertification Control be discontinued;

2. Invite the international community to pledge voluntary contributions to local, national and regional mechanisms for financing the implementation of the Plan of Action to Combat Desertification;

3. Further invite the international community to create the necessary economic and financial conditions that would enable countries prone to desertification to appropriate part of their resources to combat desertification;

4. Request the Executive Director to expedite the studies requested by the General Assembly of the Secretary-General with the assistance of the Executive Director on the financing of the Plan of Action to Combat Desertification and other aspects of its support.

C. Implementation in the Sudano-Sahelian region of the Plan of Action to Combat Desertification

Recalling General Assembly resolutions 32/172 of 19 December 1977, 33/88 of 15 December 1978, 34/187 of 18 December 1979, 35/72 of 5 December 1980, 36/190 of 17 December 1981, 37/216 of 20 December 1982,

38/164 of 19 December 1983, 39/168 B and 39/206 of 17 December 1984, 40/198 B of 17 December 1985, S-13/2 of 1 June 1986 and 42/189 B of 11 December 1987 and 44/172 B of 19 December 1989,

Recalling also its decisions 13/30 B of 23 May 1985, 14/15 B of 18 June 1987 and 15/23 B of 25 May 1989,

Considering the report of the Executive Director on the implementation in 1989 and 1990 of the Plan of Action to Combat Desertification and, in particular, the section on the implementation of the Plan of Action in the Sudano-Sahelian region, 4/

1. Commend the United Nations Sudano-Sahelian Office on the steps it has taken, on behalf of the United Nations Environment Programme, towards the implementation of the Plan of Action in twenty-two countries of the Sudano-Sahelian region, in particular in the areas of the natural resources management and sustainable development;

2. Request the United Nations Sudano-Sahelian Office to strengthen its actions at the national level to assist Governments in the region in developing national PACDs and in incorporating them into national plans for sustainable development, developing or strengthening relevant institutions, implementing replicable integrated projects and ensuring that not only the symptoms, but also the causes of desertification are addressed, using available financial resources effectively by avoiding duplication of activities and co-ordinating the anti-desertification activities undertaken by the international community in the region;

3. Urge the United Nations Sudano-Sahelian Office to contribute fully to the preparations for the United Nations Conference on Environment and Development;

4. Authorize the Executive Director to continue support to the Office as a joint venture with the United Nations Development Programme;

5. Invite the Executive Director and the Administrator of the United Nations Development Programme to intensify efforts to mobilize resources for continued assistance to the countries served by the Office in combating desertification.

Implementation of the Plan of Action to Combat
Desertification (PACD) in 1989-1990

Introduction

1. The major global challenge to produce more food and domestic fuel for populations that are growing faster than available resources is a cause of land degradation, especially desertification and deforestation, which affect more than 75 countries in the dry regions. In the developing countries, anthropogenic factors, particularly poverty and related bad land use practices, are responsible for the severe damage to these fragile ecosystems. Such damage is primarily due to excessive exploitation beyond the inherent potential of the rangelands, cutting of trees at rates faster than their regeneration, and over-dosing farmlands with irrigation water. There is a growing consensus that in the developed countries, similar damage is due to excessive applications of agro-chemicals that have had detrimental side-effects on soil, water, air and human health.

4/ UNEP.GC.16/16, section IV.

2. PACD which has provided the basis for UNEP's assistance to Governments in addressing desertification problems, was evaluated during 1989/1990 in accordance with Governing Council decision 15/23. The findings of the evaluation, conducted by international scientists with extensive experience in desertification control, reconfirmed the validity of PACD as an appropriate instrument to assist Governments in developing national programmes for arresting the process of desertification (a full report of the evaluation is contained in document (GC.16/16/Add.1). Several delegations at the first substantive session of the Preparatory Committee for the United Nations Conference on Environment and Development 1992 (UNCED) also expressed the view that PACD is a still valid and remains a scientifically sound basis for combating desertification. There is general agreement, too, among the affected nations that land degradation and desertification require international financial support for long-term development. However, the major events during 1989-1990 tend to militate against international commitments for aid in anti-desertification efforts.

3. It is against this uncertain global situation that UNEP continues to emphasize in its programmes of assistance to Governments the urgent need for the creation of ecologically sound sustainable farming systems. This calls for bringing into play the traditional systems used by local people so as to devise effective strategies for the promotion of popular participation in programmes of desertification control. UNEP's approach to Governments and NGOs concerned with desertification control has been consistent in stressing that it is these measures that are critical and decisive for the efficient utilization of the limited financial resources available. In this context, UNEP has focused its efforts during the period 1989-1990 in engaging donors and the Governments of countries affected by desertification in a dialogue to search for effective institutional mechanisms for integrating desertification control programmes into overall national development plans and priorities. In addition, assistance has been provided to selected countries in the identification and development of methodologies for assessing and mapping the status of desertification - its extent, rate and risk - as knowledge of all these parameters is essential to effective planning for desertification control. Extensive consultations have been held also with national and regional research institutions with a view to enhancing the methodologies applicable to global, regional and national assessment of desertification. This activity report gives an account of these actions undertaken by UNEP during the period under review.

I. Implementation of the Plan of Action to Combat Desertification

A: Technical assistance to Governments

(i) National plans of action to combat desertification:

4. At its forty-fourth session in 1989 the General Assembly adopted resolution 44/172, in which it required the Executive Director of UNEP to take specific actions including the evaluation of progress in implementing PACD, the preparation of a report containing relevant expert studies on financing anti-desertification programmes and the convening of sessions of the Desertification Control Group (DESCON). The General Assembly also requested the Secretary-General, together with the Executive Director of UNEP and the Administrator of UNDP, to report to it at its forty-sixth session, through ECOSOC, on the various provisions of the resolution.

5. In its decision 15/23 of May 1989, the Governing Council invited Governments of countries prone to desertification to accord priority to anti-desertification programmes in their national development plans by

/...

preparing national programmes to combat desertification within framework of national plans for development of natural resources and rehabilitation of impaired ecosystems. The Administrative Committee on Co-ordination (ACC) also noted that one of the key impediments to the implementation of PACD was the lack of well-formulated national plans of action to combat desertification and national policies to support them. ACC urged concerned members of IAWGD to assist Governments to orient their development approaches towards sustainable development. 5/ Accordingly, UNEP, the Economic and Social Commission for Western Asia (ESCWA) and the Food and Agricultural Organization of the United Nations (FAO) agreed on a joint thematic programme for the biennium 1990-1991 for assistance to the governments of Bahrain, Oman, the United Arab Emirates and Yemen in the preparation of national plans of action to combat desertification (NPACDs). This joint exercise by the three agencies is intended to assist the Governments concerned in the formulation of NPACDs as part of national social and economic development plans, to identify priority desertification control projects and to organize national project funding round-tables for presenting the projects to donors. In the case of Yemen, where NPACD had been prepared under previous arrangements with the Government of the former Yemen Arab Republic, the new Government agreed to formulate a single plan for the unified Republic of Yemen. Consequently, a new draft for the whole country has been prepared and was discussed with the relevant technical agencies of the new Government during the latter part of 1990. The official approval of the draft NPACD and its national long-term programme (1991-2010) is expected to take place early in 1991. This will be followed by the next stage of a national seminar to consider adoption of the NPACD and the organization of national fund-mobilizing round-tables with potential donors.

6. UNEP continued to assist other Governments that are at different stages in development of their respective action plans for combating desertification, namely Argentina, Tunisia, Peru and Mongolia. In Argentina, the Government received UNEP's assistance through the Instituto Argentino de las Zonas Aridas (IADIZA) in training of its nationals for establishment of Geographic Information System (GIS) capability, which is essential for integrated analyses required for assessments of environmental state and trends in support of the NPACD. Funding support has also been provided to IADIZA to enable the institution to initiate research work on desertification processes, wild fauna of arid zones, the genetics of useful arid zone plants, range management in arid zones, the improvement of saline soils, sand dune fixation and watershed management. Support has also been received from the Inter-American Development Bank of Development for the implementation of desertification control programmes. However, funding of the several programme activities under the Argentine NPACD is very limited in the absence of a sustained government policy for its implementation.

7. In Tunisia, the Government has been implementing eight of the 21 projects identified in its NPACD formulated in 1986 with the assistance of UNEP. The projects include mapping grazing resources in development zones, establishment of a seed bank, training in context of desertification control and the integrated development of catchment basins. Progress in implementing these projects has been satisfactory, with funding from both the Government's resources and external financing. Other projects have been presented for financial support by UNDP, the International Fund for Agricultural Development (IFAD), the Arab Gulf Programme for United Nations

5/ UNEP/GC.16/16, section III.

Development Organizations (AGFUND), the Swedish International Development Agency (SIDA) and Gesellschaft für Technische Zusammenarbeit (GTZ). Implementation of the NPACD in Tunisia has on the whole been a success story. Reports indicate that activities carried out under the plan to protect resources and develop agriculture in the regions affected by desertification have contributed to diminishing the extent of desertification damage and have maintained stable agricultural and pastoral activities. Some 60,000 hectares of oases and irrigated lands have been protected against sand dune encroachment and 10,000 hectares prevented from salinization. It is against this background that UNEP assisted the Government of Tunisia to present a comprehensive report on its experience with implementation of its NPACD at the DESCON-VII session in order to share this experience and information with other countries, and possibly to attract additional funding from other donor sources.

8. At the request of the Governments of Mongolia and Peru for assistance in the preparation of NPACDs, preparatory actions were initiated by a preliminary survey undertaken in Mongolia in co-operation with the Economic and Social Commission for Asia and the Pacific (ESCAP) and involving the participation of experts provided by the USSR Commission for UNEP (UNEP/COM) and the Chinese Government. In Peru, discussions have been held with the National Office for Natural Resources Evaluation (ONERN) and arrangements made for the Institution to co-ordinate national technical activities for the preparation of the plan with funding support provided by UNEP. These activities will be carried out in 1991.

(ii) Pilot Projects under the African Ministerial Conference on Environment (AMCEN) - Cairo Programme for African Co-operation

9. In keeping with the Governing Council decision 14/15 C, which emphasized that national programmes and their process of implementation should be grassroots-oriented for easier integration into national economic systems, UNEP continued to support African Governments that have identified villages to be developed under the Cairo Programme for African Co-operation. During the period under review, pilot village and stock-raising projects for sustainable food, fodder and fuel production involving popular participation and focusing on women in development had obtained funding from AGFUND, UNDP, UNSO, the World Food Programme (WFP), the Canadian International Development Agency (CIDA) and UNEP and were under implementation in Djibouti, Egypt, Ghana, Uganda, Zaire and Zimbabwe. The UNEP Desertification Control Programme Activity Centre (DC/PAC) also assisted in the formulation of new project proposals for development under the AMCEN programme in Mozambique and the United Republic of Tanzania. These pilot projects address the problems of degradation of resource systems and the deterioration of community capacity to cope with natural hazards - drought and floods. They are intended to achieve this through the applications of simple technologies, community involvement and deliberate redirection of governmental policies for the attainment of self-sufficiency in food, energy and other basic requirements as steps towards sustainable development.

10. The pilot village and stock-raising zone projects have received support from the African Governments, but the serious constraint is their financing and their management. A solution to the financing problem does not seem in sight unless the Governments devise effective methods of utilizing locally available resources and integrating traditional systems of resource management in an effort to minimize high-cost capital inputs to the pilot projects. This approach seems well developed in China. After consultations, UNEP and the Chinese Government co-sponsored a training workshop for participants from African countries that have launched AMCEN pilot projects. The objective of the workshop, held at the Nanjing

Institute of Environmental Science (NIES), Nanjing, China in October 1990, was to train African villagers and technicians in ecological farming methods in relation to the implementation of AMCEN pilot projects. The workshop was attended by some 20 participants from Egypt, Gambia, Ghana, Kenya, Uganda, the United Republic of Tanzania, Zambia and Zimbabwe. Among the participants were farmers, members of local councils, project managers and government officials from agencies concerned with AMCEN projects. The training programme consisted of instruction and field demonstrations on how self-sufficiency in food, fodder and domestic energy envisaged under AMCEN could be achieved through sustainable and ecologically balanced production of livestock, crops, fish, horticulture and biogas at the village level. As a follow-up to the training workshop, a Manual of Guidelines for Ecological Farming under African conditions will be prepared for use in the field by technicians and farmers.

B: Regional actions and networks

11. In its decision 13/30, the UNEP Governing Council requested the Executive Director to intensify efforts, in consultation with other United Nations bodies and with donor countries, to initiate concrete steps to seek alternative sources of funding to assist the countries of the Southern African Development Co-ordination Conference (SADCC). ACC has also underlined the potential role of regional and sub-regional bodies like the Intergovernmental Authority on Drought and Development (IGADD), SADCC, and the Ministerial Conference on Desertification (COMIDES) in the efficient implementation of PACD. 6/ UNEP accordingly provided assistance to SADCC during 1989-1990 in the areas of training and identification of a regional co-operative programme for combating desertification. The outcome of this effort has been the formulation of a Plan of Action for the Kalahari-Namib region, containing country projects in land use planning, resource management and monitoring, as well as the development of pilot livestock raising areas in the framework of the Cairo Programme in Angola, Botswana, Namibia, Zambia and Zimbabwe. The projects proposed under the plan, for a total cost of \$1 million, have been circulated to members of IAWGD so that they can indicate the scope of technical support for the project during the 1990-1991 biennium within their respective programmes in the SADCC region. The Kalahari-Namib regional action plan promises to become a significant framework for inter-agency and donor co-operation in mobilizing technical and financial assistance to SADCC's regional programme for combating desertification.

12. The AMCEN Deserts and Arid Lands Committee (ADALCO), with support provided by UNEP to the designated focal points of Gambia, Guinea (Conakry), and Mali, prepared a sub-regional programme for ecological rehabilitation of the South Saharan Zone and the Gum Belt. An action programme for co-operation related efforts to control savannization in the Central Africa Subregion was prepared by two ADALCO national focal points. The Master Plan for Development of the Nubian Sandstone Aquifer for Combating Desertification in North-East Africa was also prepared for Chad, Egypt, Libya and Sudan as a framework for the exploitation and development of the regional sandstone aquifer for combating desertification. The Southern Africa Subregional Group of ADALCO was entrusted with the task of defining a programme to control the spread of deserts in Southern Africa for the promotion of food production. These subregional programmes have

6/ UNEP/GC.15/8/Add.2, para. 28.

been submitted to ADALCO, at its third and fourth meetings, held respectively in February 1990, Ouagadougou, Burkino Faso and in December 1990, Algiers, Algeria, where representatives of IGADD, COMIDES, SADCC and the Governments concerned attended.

13. The Regional Network of Research and Training Centres on Desertification Control in Asia and Pacific (DESCONAP), established in 1988 with a membership to date of 19 Governments and international organizations in the region, has held meetings in September 1989 and May 1990, at which it reviewed the regional programme focusing on desertification mapping, training and research in desertification control and the involvement of NGOs and women groups in the Network. To reinforce its work in desertification mapping, members have established a DESCONAP Programme Office in the Islamic Republic of Iran to co-ordinate mapping of the arid regions of Afghanistan, India, Iran and Pakistan. The Network has received funding support from ESCAP and UNDP, while UNEP, FAO, UNEP/COM, Unesco and the World Meteorological Organization (WMO) have also provided technical support to the Network.

14. A Regional Environmental NGO Network for Asia and the Pacific has been launched comprising 10 regional network representatives from Australia, China, India, Indonesia, Japan, Malaysia, Nepal, New Zealand, the Republic of Korea and Sri Lanka. This regional Network, operating with initial funding assistance from UNEP, has engaged in co-operative exchange of information with regard to soil degradation, desertification and deforestation; this information is disseminated to the grassroots constituencies of the respective NGOs to promote environmentally sound natural resource management practices, especially in relation to soils and forestry. In the second phase for expansion of the Network, it is intended to expand the programme to Bangladesh, Fiji, Pakistan, Papua New Guinea, Philippines and Thailand during 1991. A workshop is planned for 1991 to enable the Network NGO members to review their work programme and adopt a work plan for the next two to three years. Funding has been sought from the Government of Australia to assist the Network build its programme related to desertification and land degradation control in South-East Asia.

C: Training

15. During the period under review, UNEP has co-operated with the Governments of Argentina, China, Syria, SADCC, and regional and national institutions, namely, UNEP/COM, the Arab Centre for the Study of Arid Zones and Drylands (ACSAD), the IADIZA and the Nanjing Institute of Environmental Sciences, with whom a total of eight training courses were organized. A total of 170 participants received instruction under this programme in management of dryland natural resources, sustainable food production, and monitoring and assessment of desertification, as well as the provision of public information. Most of the training was organized for developing countries within the regions themselves (Argentina, Syria, and Zimbabwe) in keeping with UNEP policy. In addition, IAWGD members, namely, FAO, Unesco, UNSO, WMO, the World Bank, and the International Institute for Environment and Development (IIED) organized training courses related to desertification control in which a total of 1,000 participants from developing countries affected by desertification were trained.

D: Assessment and mapping of the status of desertification

16. In its resolution 44/172, the General Assembly requires a general evaluation of progress in implementing PACD to be contributed for discussion at UNCED-1992. In reviewing the previous General Assembly resolution 39/168, which also required a further overall assessment of

/...

progress in the implementation of PACD to be carried out by 1992, ACC noted that global assessment of desertification and the preparation of a Thematic Atlas of Desertification would constitute key components of the report on general evaluation. Further ACC invited UNEP "to continue, using the DOEM and IAWGD mechanisms to keep the subject of assessment of desertification under constant review". 1/ In carrying out the assessment, UNEP has attached high priority in co-operating with component institutions and those United Nations bodies with expertise in methods of assessing and mapping desertification. In order to consolidate views on assessment methodologies UNEP convened an Ad Hoc Consultation Meeting in February 1990. This meeting agreed on the following working definition of desertification: "Desertification is land degradation in arid, semi-arid and dry sub-humid areas resulting from adverse human impact". A Technical Advisory Group, composed of scientists from regional and national research institutions was set up; it met in May and November 1990 and in May 1991. This Group has provided guidance on the assessment process, the content, the structure and the design of the World Atlas of Thematic Maps on Desertification, which will be the published medium of the global assessment of the status and trends of desertification.

17. Some limitations regarding the assessment exercise have been identified from consultations during the Ad Hoc Consultation Meeting in February 1990 and with the Advisory Group. As detailed information on desertification at national level is not available worldwide, the assessment of desertification using global and regional data sets will be meaningful mainly at these levels. UNEP is using the Global Assessment of Soil Degradation Map (GLASOD) and climatic information as a baseline for the global assessment of desertification. Other information, such as data on vegetation and rangeland degradation, as well as population pressure, is being considered to the extent that data is available.

18. Considering the complexity of desertification processes, the World Atlas of Thematic Indicators of Desertification will be used as the main medium for reporting on the global assessment of desertification. This Atlas will contain a world map at an approximate scale of 1:10 million, which will show relevant indicators or factors of desertification and land degradation.

19. The global and regional section of the World Atlas contains maps based on bioclimatic and soil degradation aspects in arid, semi-arid and dry sub-humid areas. Information on vegetation and population are also included. The national and local section features methodological approaches in desertification and land degradation mapping in Argentina, China, Kenya, Mali, Syrian Arab Republic, Tunisia and USSR.

20. The Atlas will contain the first systematic approach on mapping thematic indicators of desertification at the global, regional and national levels. However, there will still be considerable scope for improvement through the compilation of more detailed data sets, especially those related to the socio-economic aspects of desertification.

E: Information and database

21. The UNEP/DC-PAC Desertification Information System (DEGIS), established in accordance with the Governing Council decision 12/10, uses software developed by Unesco and includes bibliographic reference data on

1/ UNEP/GC.15/8/Add.3, para. 24.

project activities and other databases to facilitate the query-response services. Three major bibliographic reference databases are on desertification (DESBIB 3,765 records); wind erosion control (BIWIND 5,655 records), and reference materials in UNEP's desertification library (DELI 1,511 records). Five databases on desertification control project activities are on: Wind erosion (ACWIND 168 records), the network of researchers on wind erosion (REWIND 355 records), activities within the United Nations (PROCOM 325 records), within UNEP (DEPRO 62 records), and the directory of organizations (DIOR 561 records). The system has been very useful in responding to an average of 200 requests received per month for information. The arid lands and research institutions bibliography database (DESBIB), developed jointly by UNEP and the Office of Arid Lands Studies of the University of Arizona during 1989, has been completed for distribution to universities, libraries, international training and research institutions and environmental organizations.

22. The Desertification Control Bulletin, with a print run of approximately 3,500 English copies per issue, has been published for distribution as the main medium for the dissemination of desertification control information. In addition, the proceedings of the Ad Hoc Consultative Meeting, held at Nairobi from 25-28 February 1990 on "Assessment of Global Desertification: Status and Methodologies" (300 pages) has been published (300 copies) for distribution to research institutions, universities and concerned scientists. The NPACDs of Mali and Mauritania were translated from French to English for distribution (100 copies each) to interested agencies, organizations and individuals for the purposes of exchange of information and soliciting financial support for projects under each of the action plans.

II. Inter-Agency Working Group on Desertification (IAWGD)
and co-ordination of the United Nations
System Implementation of PACD

23. The Governing Council, in its decision 15/23, after a review of previous measures it had approved for enhancing the functioning of the IAWGD, requested the Working Group to "undertake joint inter-agency action to mobilize technical and financial resources to assist national activities to develop and implement national programmes to combat desertification". At its sixteenth regular meeting in September 1989, IAWGD discussed the issue of inter-agency co-operation at the country and sub-regional levels, in the light of this Council decision. At the invitation of SADCC, the Working Group agreed to undertake, as its first operation, inter-agency action to mobilize technical and financial resources to assist the member States of SADCC to develop and implement national programmes to combat desertification. UNEP accordingly took action to assist the SADCC secretariat to prepare the plan of action for the Kalahari-Namib region, outlined in paragraph 11 of this report. In the light of experience acquired in SADCC, the Working Group will undertake similar joint action in other countries elsewhere in Africa, as well as in Latin America and Asia.

24. The Governing Council, in its decision 15/23, also requested the Working Group, among others, to include in the agenda of its regular meetings "reporting on activities of member organizations relevant to implementation of the PACD". At its 16th regular meeting, the Working Group accordingly reviewed its procedure for reporting on members' activities in implementing of PACD. It was agreed that an analytical appraisal of reporting should be followed in order to identify successful

projects, gaps and constraints as basis for promoting joint activities. To implement this proposal, the UNEP secretariat will undertake a study early in 1991 that will also assist in devising a method for involving the participation of regional bodies in IAWGD, as called for by the Governing Council in the decision mentioned above.

III. The Consultative Group on Desertification Control (DESCON)

25. In its resolution 44/172, the General Assembly decided (a) to maintain DESCON (to meet every year until UNCED-1992 and every two years thereafter) and (b) to close the Special Account to finance desertification set up under its resolution 32/172 of December 1977. The General Assembly reaffirmed the mandate of DESCON contained in its earlier resolutions 32/172 and 39/168, namely, to mobilize additional resources to assist developing countries finance anti-desertification programmes, and to act as a forum for exchange of information on scientific research and implementation of PACD.

26. In compliance with the General Assembly decision to close the Special Account, which as at August 1990 stood at \$299,356, the Executive Director disbursed these funds for the preparation of the report containing expert studies on financing anti-desertification programmes for submission to UNCED, as required by the General Assembly in its resolution 44/172.

27. The Executive Director, in co-operation with the co-sponsors, convened the seventh regular session of the Consultative Group (DESCON-7) at FAO Headquarters, Rome, 10-12 December 1990. This session was attended by representatives of 23 Governments: Argentina, Australia, Bahrain, Denmark, France, Ghana, Italy, Japan, Libyan Arab Jamahiriya, Mali, Mexico, New Zealand, Norway, Spain, Sweden, Switzerland, Syria, Tunisia, United Arab Emirates, United Republic of Tanzania, United States of America, Venezuela and Yemen; 12 United Nations organizations: FAO, IFAD, ILO, UNCED, UNDP, the United Nations Department for Technical Co-operation for Development (UNDTCD), UNEP, Unesco, UNSO, IGADD and SADCC. Documents submitted to DESCON-7 for discussions included the report by the Executive Director of UNEP: "DESCON Past and Future", reports from co-sponsors, international bodies, and donor countries, reports on the implementation of national plans of action for combating desertification from the Governments of Argentina, Mali, Nigeria, Somalia, Syria, Tunisia, United Republic of Tanzania and Yemen, a report on implementation of the Kalahari-Namib regional action plan from SADCC, reports from the Governments of Ghana and Zimbabwe regarding the implementation of pilot projects under the AMCEN.

28. The DESCON-7 work focused mainly on the future of the DESCON mechanism. The Group noted that DESCON was a valuable instrument for global consideration of desertification matters exclusively, and that the future form of the Group should conform to its actual function; DESCON should remain a forum for information exchange and policy advice.

29. The Group debated DESCON's role in the mobilization of resources for implementation of PACD, which was the Group's original mandate. Representatives of the donor countries stressed that DESCON had not been successful as means for a direct mobilization of funds, and that they did not wish and would not use DESCON for that purpose. They indicated that since DESCON's establishment, other and better mechanisms and means for obtaining such funding had been developed. Therefore it was suggested that

if DESCON were to engage in resource mobilization, it should explore indirect means to that end: it could identify and discuss new and innovative sources of funding, e.g. the Global Environmental Facility (GEF) of the World Bank, UNDP and UNEP or the proposals for new resource arrangements under conventions currently being negotiated, such as that for biological diversity.

30. In regard to the DESCON process the Group advised that UNEP should continue to assist in the development of national action plans and strengthen institutions within developing countries with a view to helping them obtain funding for their desertification control activities.

31. The Group advised that DESCON's structure should be simple; membership should be open to Governments, international organizations and regional institutions concerned with or interested in the degradation of arid, semi-arid and sub-humid lands; the Secretariat should remain small and efficient and exclusively in UNEP. An informal network of governmental and agency focal points was proposed for enhancing efficiency, responsiveness and co-ordination among DESCON participants. It was also suggested that procedures and operations of other types of international bodies such as the Tropical Forestry Action Plan (TFAP), and the Consultative Group on Agricultural Research (CGIAR) could offer models for the Group for improving its operations in the future.

32. It was evident from the 3-day discussions that (a) representatives of developing countries looked upon DESCON as a mechanism to help and advise with mobilizing resources needed for the implementation of national plans to combat desertification, and (b) that representatives of the donor countries opposed the view that DESCON should act as a forum for assisting in direct mobilization of financial and technical resources needed. These two divergent opinions have characterized the debates of all DESCON sessions during the last 12 years. Consequently, DESCON has been unable to fulfil its mandate to mobilize additional funds for desertification control.

33. Thus it is important either to alter DESCON's mandate to enable it to carry out information exchange and co-ordination, or, alternatively, if this is not desired to disband the existing Consultative Group altogether. If DESCON is to be used as a forum for reviewing the status of desertification and evaluating the success and failures in the world endeavour to combat desertification, it would become one of several technical conferences, although the only one that would serve on a world-wide basis. But there is some question as to whether the retention of DESCON solely as a forum for discussing desertification issues would be cost-effective. If the mandate is not changed in this way, the Governing Council may wish to consider recommending to the General Assembly that DESCON be discontinued.

IV. Activities of the United Nations Sudano-Sahelian Office: 1989-1990

A: Introduction

34. UNSO's activities during 1989-1990 continued to focus on the recovery and rehabilitation of natural productive resources and securing the promotion of sustained economic development. During the period under review, UNSO engaged in a number of activities that range from a series of country-focused assistance to planning and co-ordination to implement projects and programmes dealing with the management of the natural resources. New activities related to the preparations for the UNCED 1992 have also been initiated.

/...

B: Evaluation of the UNEP/UNDP Joint Venture

35. In 1990 UNEP and UNDP jointly organized for an evaluation of the UNEP/UNDP Joint Venture (UNSO). The evaluation found that the Joint Venture had contributed to significant fund raising; increased awareness about desertification processes and effects in the 22 countries of the Sudano-Sahelian region; and, numerous successful programmes and projects. The evaluation recommended that UNSO's actions at the national level should continue and be strengthened in order to assist Governments in the region in developing national PACDs and incorporating them into national plans for sustainable development; developing or strengthening relevant institutions; implementing replicable integrated projects and ensuring that the causes of desertification are as well as the symptoms addressed; using available financial resources effectively by avoiding duplication of activities and co-ordinating the anti-desertification activities undertaken by the international community in the region.

36. Based on the evaluation findings, UNDP and UNEP have initiated discussions on the programmatic aspects of the Venture. The discussions should lead to a revised UNDP/UNEP memorandum of understanding and strengthened programme for the 1992-1993 biennium.

C: Support for planning, co-ordination and ecological monitoring

37. Assistance to Governments in the area of planning and co-ordination in 1989-1990 focused primarily on the preparation of strategic frameworks for developing activities for the protection and management of productive natural resources. UNSO's activities were directed towards improving the capacity of government focal points dealing with the management of natural resources, as well as the establishment and strengthening of national mechanisms such as advisory and co-ordinating units, scientific advisory councils or national committees for desertification control. These efforts were geared towards integrating environmental concerns into the main stream of country development plans.

38. In Kenya, UNSO continued to support the Government's initiatives aimed at developing and implementing a holistic approach to the management of natural resources and the environment. Previous UNSO-supported activities included the creation of a multi-disciplinary Scientific Advisory Committee on Desertification and assistance in the establishment of the Ministry of Reclamation and Development of Arid and Semi-arid areas and Wastelands. During 1989-1990, support continued to help strengthen the Ministry of Reclamation and Development.

39. In the United Republic of Tanzania, UNSO supported the establishment of a mechanism for co-ordinating desertification control activities. The project, which has helped the establishment of the Drought and Desertification Control Unit within the National Environment Management Council, supports the preparation of a national plan to combat desertification, the establishment of a database on drought and desertification issues and the mapping of areas threatened by desertification. The proposed national plan identifies a series of project ideas that donors have requested UNSO to develop into full-fledged projects for submission for funding.

40. In Mauritania, support is provided to the Government for the preparation of a thematic round-table on desertification. In this regard, UNSO will help the Government take part in "sensitization missions" of

senior Mauritanian officials to a number of donors. Such dialogues between donors and recipients, preceding round-table meetings, should help establish a firm consensus of priorities, programmes and resource implications.

41. In Chad, following the completion of the national plan of action to combat desertification, UNSO is assisting the Government in the preparation of a comprehensive programme to be presented during the sectoral consultation meetings that are to follow the 1990 donor round-table. UNSO has also initiated and completed a project designed to improve the planning and management of agricultural, silvicultural and pastoral resources. Using images from the telecommunications satellites LANDSAT and SPOT, the project helped produce maps and data on livestock population and distribution, vegetation cover, bush fires and wind and water erosion features for two of the northern regions of Chad as a tool for improved natural resources management.

42. Consistent with the UNSO objective of promoting co-ordination of desertification control activities, the office supported a workshop designed to review and harmonize the various strategic frameworks launched in Guinea Bissau for the management of the natural resources and the environment. Such activities are expected not only to integrate or merge the various environmental frameworks, but also to improve the exchange of information, including indications of planned activities and wider circulation of sector analyses.

43. In Uganda, UNSO supported the Ministry for the semi-arid northern zone of Karamoja and the Karamoja Development Agency in the preparation of a development plan for Karamoja. The plan describes the physical condition, natural resource base and environmental problems of zone and contains proposals to address these problems. Upon approval of the plan by the Government of Uganda, a donors' conference will be convened. Similarly, in Ghana, UNSO initiated a project with the Environmental Protection Council (EPC), to establish a Desertification Control Unit within this body. Through its regional antennas in the north-eastern part of the country, this new unit will carry out a public education programme on drought and desertification control in this area. The Unit will also establish and maintain a data base to monitor ecological changes.

44. In Benin and Gambia, UNSO formulated projects geared towards assisting each Government in the preparation and implementation of strategic framework exercises in the natural resources management field. The exercises are composed of various steps, such as the preparation of the strategic framework itself, the identification and strengthening of a focal point responsible for its implementation, the launching of a consultative process within the Government and with the donors, as well as the establishment of a national mechanism to monitor and evaluate the process.

45. Almost all of the activities related to planning and co-ordination were financed through UNSO's General Resources.

D: Programmes and projects

46. In 1989-1990, UNSO supported programmes and projects addressed to medium to long-term environmental rehabilitation issues by focusing primarily on four broad categories: deforestation control; rangeland management and water resources development; soil protection and sand dune stabilization; and integrated land management.

/...

(i) Deforestation control

47. UNSO's strategy in this area calls such actions as: (a) increasing wood resources supply through afforestation, reforestation, agroforestry, community agroforestry, and restocking of gumbelts; (b) wood resource demand reduction and management through improved wood fuel consumption technologies and wastage reduction; (c) wood resources substitution by other biomass or non-biomass forms of fuel.

48. In 1989-1990, UNSO provided US\$2 million for a project aimed at restocking the Gum Arabic Belt in Darfur, Sudan. Many areas in Darfur have become partially deforested as a result of repeated droughts, while migration from the rural to the urban areas has left the gum gardens unattended. The project, in addition to restocking the Gum Arabic Belt, provides for the establishment of nurseries to ensure the supply of sufficient quantities and varieties of tree species apart from Acacia Senegal. The project is also expected to generate additional income to the farmers from the sale of the gum, to initiate activities to introduce fast-growing fuelwood species as well as encourage shelterbelts around farms, villages and towns. This project is supported by UNSO through contributions from the Government of Norway and from AGFUND, as well as an indicative planning figure (IPF) contribution. UNSO is supporting a similar project for the regeneration of Acacia senegal in Mali.

49. In close co-operation with the Permanent Interstate Committee for Drought Control in the Sahelian Region (CILSS), UNSO pursued arrangements for launching tree-seed projects in the CILSS member States with multi-donor financing. These projects will seek to establish and strengthen national tree-seed centres for the purpose of collecting, screening, storing and distributing high quality seed to alleviate the current seed shortages. A regional support project is intended to backstop national efforts and to set up a regional network.

50. In Burkina Faso, UNSO, with more than US\$4 million financing from the Government of Sweden, has launched the third phase of a village woodlots project. This aims to serve both important environmental and productive functions in land use system and is designed to improve sustained management of the environment and to promote socio-economic development. Further, UNSO continued its support for a US\$1 million agroforestry project in Burkina Faso, establishing a medium- and long-term programme of development for agroforestry and agro-pastoral activities, focusing on the natural and artificial regeneration of Acacia albida, as well as other local species utilized in traditional agroforestry systems. During the first year of implementation, the project concentrated on carrying out preparatory activities, such as organizing training workshops and study tours for extension workers.

51. In 1989-1990, UNSO initiated the second phase of a fuel-briquetting project with Danish International Development Agency (DANIDA) support in the Sudan. The project will run for a two-year period at a cost of US\$837,000. Building on the achievements of the first phase, the project aims to demonstrate the technical and economic feasibility of producing fuel briquettes from agricultural residues, through the operation of a pilot plant and through the undertaking of technical studies. The project is particularly concerned with reducing capital and operating cost through the local production of spare parts and the import of basic presses. Further the project includes an examination of the possibility of press

/...

manufacture in the Sudan. In its demonstration aspect, it is hoped that the project will encourage further private entrepreneurs in the Sudan to establish briquetting plants using biomass residues (cotton stalks and groundnut shells). The briquettes produced are bought mainly by small industries.

52. Negotiations were completed with the Government of Burkina Faso and SIDA to continue the financing of a project for improved cooking stoves for another three years, beginning in 1990. The new phase will concentrate on developing self-sustainable marketing channels and enhance the national capacity for manufacturing and distribution of over 200,000 stoves.

(ii) Range management and water resources development

53. Pasture and rangeland degradation affect many parts of the region as human and livestock pressures approach or exceed the carrying capacities of the rangelands. In 1989-1990, UNSO continued to support the development of the second phase of the project for the integrated development of the lake zone in Mali. The project has established several village-level organizations to ensure the management of rehabilitated land and has initiated family-based reforestation in selected target villages. In the coming year, the project aims to carry out water and soil conservation experiments and conduct socio-economic surveys relating to the rational management of Bourgoou pasture. Preparation is under way for a third phase to help consolidate earlier successful phases.

54. Support for projects dealing with water resources development continued during the period under review. In Mauritania, UNSO provided US\$160,000 in 1990, to support continuation of a project that aims to improve the supplies and management of water resources in M'bagne and Bababe. The project includes irrigation of small scale production plots for small farmers, as well as assistance for maintenance systems considered vital to sustainable water projects.

(iii) Soil protection and sand dune stabilization

55. UNSO has continued funding the second phase of the integrated programme of sand dune fixation for terrace farming and basin protection in Senegal. During the first phase, 950 hectares of dunes were fixed, 125 kilometres of windbreaks erected, 200 hectares of village woodlots established and 600 hectares of soils treated to improve their fertility. The success of the first phase, as well as the problem, led to agreement on the implementation of Phase II, with US\$2.1 million funding from the Government of Norway. The project aims to extend the activities initiated under the first phase by implementing a range of agroforestry activities such as dune stabilization, recovery of soil fertility, road protection, the establishment of windbreaks and woodlots, and the strengthening of national capabilities to carry out further activities.

56. In Mauritania, UNSO continued its support to the nation-wide programme of sand dune fixation. The first phase of the project was instrumental in the construction of barriers across dried expanses to change ruinous wind patterns and to stabilize approximately 850 hectares of dunes at 15 sites. The present phase, for which the Government of Denmark made a contribution of US\$5 million, will extend the number of sites to 40, with new emphasis on combined agro-sylvo-pastoral development, which has led to substantial involvement of the local population in the activities.

57. In Cape Verde, UNSO continued to support the project to restore vegetation, increase agricultural and fuelwood production, as well as to improve the quality of life of the rural population in the Sao Joao

/...

Baptista Valley. Phase II of the project, launched in 1990 with a contribution of US\$2 million from the Government of Norway, will consolidate the results so far obtained by extending rehabilitation work on an additional 300 hectares of hill slopes. It will also restore existing and launch new irrigation schemes, as well as upgrade old physical infrastructure. The Sao Joao Baptista Valley incorporates 11 villages with about 1,000 inhabitants, 62 per cent of whom are women and 43 per cent are under the age of 15. The project, which is expected to benefit the whole population of the valley, has opened up employment opportunities for some 300 people. It also promoted the establishment of local involvement units to enable the communities to plan and carry out development.

(iv) Integrated land management

58. UNSO efforts in programmes and projects have placed more and more emphasis on holistic approaches that combine different production activities - mainly cropping, livestock development and forestry.

59. In 1989-1990, UNSO continued its support to the Government of Niger for the implementation of an integrated land management project. The latter, for which the Government of Denmark made a contribution of US\$8.1 million, is being implemented by the Co-operative for American Relief Everywhere (CARE), an international non-governmental organization, in co-operation with the Niger Forest Service. In 1990, some of the major results of the project were the planting of 600,000 trees and shrubs, the training of 280 farmers in agroforestry practices and the participation of 800 farmers in agroforestry and soil conservation activities.

60. During the period under review, UNSO supported the second phase of the project for the Development of the Lake Faguibine System. With US\$1.8 million financing from the Government of Norway, the overall objective of the project is the restoration and conservation of the food production potential of the Faguibine zone and the provision of water to the villagers. During the first phase, at which time the project also benefited from an IPF contribution, a pre-feasibility study was undertaken to develop an efficient water flow system to optimize agricultural production. In addition, priority earthworks and vegetation restoration have been carried out with extensive community involvement. During the second phase of the project the remaining studies and surveys on the physical, economic and climatic situation will be completed to obtain a scheme for optimal utilization of the land in the Lake Faguibine zone and will proceed with the channel clearing works.

(v) Special programmes

61. In 1989-1990, the Sahara-Sahel observatory (OSS), a programme to strengthen the mechanisms that currently exist to fight desertification in North Africa and the Sudano-Sahelian region, was initiated by the French Government in conjunction with UNSO. During 1990, activities were launched by UNSO to carry out an inventory of organizations, programmes, projects and experts (OPE) in the field of monitoring the dynamics of desertification and in the field of research.

62. The inventory is designed in two parts: a qualitative inventory based on interviews with institutions during missions by international consultants, and a quantitative inventory based on questionnaires sent out to each of the institutions concerned. For the purpose of the qualitative inventory, UNSO has been sending missions of international consultants throughout Africa, Canada, Europe and the United States, to visit the principal organizations whose activities involve monitoring and research on factors related to natural resource degradation.

/...

(vi) Resource mobilization

63. In 1988-1989, the total amount of resources mobilized by UNSO through the UNSO Trust Fund was US\$65.4 million, 8/ an increase of more than 38 per cent over the resources mobilized in 1987-1988.

64. As in the past, the largest concentration of resources mobilized in 1989-1990, US\$26.5 million, took the form of contributions earmarked for specific projects under trust fund arrangements, identified and formulated jointly by recipient Governments, UNSO and donor agencies. Pledges for 1989-1990 to UNSO General Resources totalled US\$15.1 million. In 1989-1990, funding amounting to US\$9.2 million was obtained under Management Service Agreements.

65. During the period under review, UNSO increased its fund-raising efforts while maintaining regular consultations with its main donors, namely, Denmark, Norway and Sweden. In 1989-1990, France joined the group of UNSO donors by announcing a contribution to UNSO General Resources, as well as an earmarked contribution for the OSS programme (see para. 61).

(vii) Co-ordination at the international level

66. In 1989-1990, UNSO continued to build up its links with the international community, namely international agencies, bilateral donors and the agencies of the United Nations system. Participating at various international forums provided another means for harmonizing views and information exchange leading to programme co-ordination.

67. In August 1990, UNSO organized a meeting on harmonization of strategic planning frameworks. The meeting, attended by FAO, IBRD, IUCN and UNEP, established preliminary arrangements aiming at a better harmonization and co-ordination of the various frameworks of interventions such as the Environmental Action Plan (EAP/World Bank), National Conservation Strategies (NCS/IUCN), the National Plans of Action to Combat Desertification (NAPCD/UNEP-UNSO) and Tropical Forestry Action Plans (TFAP/FAO).

(viii) Serving as the United Nations Focal Point for the Permanent Inter-State Committee on Drought Control in the Sahel and the Inter-Governmental Authority for Drought and Development

68. In 1989-1990, UNSO strengthened its working collaboration with and support for both CILSS and IGADD.

69. The most important special event currently involving UNSO, CILSS and IGADD is the preparation for the UNCED 1992. UNSO, in co-operation with CILSS and IGADD, assists and supports the countries of the region in their preparatory process for the Conference. To this end, a Joint Steering Committee (JSC) has been established to help identify and support key actions related to the UNCED preparatory process, at both regional and national levels.

8/ The figures for 1990 are provisional.

70. In 1990, UNSO, in accordance with the recommendations of the JSC, launched a number of initiatives in the region to help the creation of National Preparatory Committees (NATCOM). A meeting of the 22 Sudano-Sahelian countries and their regional institutions was also convened in January 1991 to follow up on the co-ordination and elaboration of national and regional strategies, with a view to ensuring that environment and development issues were treated in a consistent and integrated manner.

71. In addition, UNSO has provided support to CILSS, notably to the Sahel Institute in Bamako by providing:

(a) Support for an integrated control programme against pest infestation of the Sahelian vegetation cover. Through the project, which is executed by the Institute, research and training is undertaken and co-ordinated;

(b) Training assistance for postgraduate level specialists and intermediary staff in rural development and desertification control, within the framework of the Integrated Grasslands Management Training Programme in the Sahel;

(c) Support for the development of a Sahelian environmental education programme at the secondary level (see para. 74).

(ix) Increasing public knowledge and awareness on drought and desertification issues

72. UNSO has concentrated its efforts to create a greater degree of public awareness on the need to improve the protection and management of the productive capacity of the natural resources. Its activities focused on supporting-awareness raising events, promoting environmental education and communicating its experiences on projects and programmes to decision makers and development specialists.

73. In 1989-1990, UNSO supported a wide range of activities. In Uganda, a workshop entitled "A Green Future for Uganda" was held in co-operation with the Uganda National Council of Women. Eighty participants from the Uganda Women's Tree Planting Movement, the National Council of Women and women from all districts of Uganda discussed environmental issues.

74. UNSO financed the formulation of a CILSS programme designed to educate high school students to be effective channels for disseminating skills and attitudes that help in combating the effects of desertification. This programme, which was officially adopted by the CILSS Heads of State Conference in January 1988, aims at developing and incorporating an environmental education programme in all academic curricula within a span of 6-7 years. The programme is designed to provide students with better knowledge of their environment and of their relationship to it, and to sensitize them to environmental issues. The project will introduce into the secondary school curricula educational information that promotes better care of Sahelian natural resources. It will also ensure that the necessary institutional arrangements, such as trained teachers and teaching materials of good quality, are at hand.

75. During 1989-1990, UNSO produced the first two issues of the UNSO Technical Publication Series. The first introduces readers to the methods and technologies currently in use for monitoring ecosystems, based on the experience of the Ecological Monitoring Centre in Senegal. The second,

/...

deals with the experience in Mali on the regeneration of bourgou (Echinichloa stagnina) to rehabilitate degraded natural pastures. These publications offer to the development community approaches and views drawn from UNSO experience.

(x) Conclusion

76. Overall, UNSO has made considerable progress during 1989-1990 in addressing the problems of natural resources management in the Sudano-Sahelian Region.

77. The issues related to management of natural resources are beginning to be treated more systematically in country development plans. There is also increasing support among donors, international development organizations and the countries themselves for practical arrangements to co-ordinate, monitor and share information at local level.

78. With the beginning of a new decade, environmental issues have been placed even higher on national and international political agendas. UNCED 1992 will be an important forum at which to launch a new programme of international co-operation in this field.



United Nations Environment Programme



Distr.
GENERAL

UNEP/GC.16/16/Add.1
10 December 1990

ORIGINAL: ENGLISH

GOVERNING COUNCIL
Sixteenth session
Nairobi, 20-31 May 1991
Item 7 of provisional agenda

EXTERNAL EVALUATION OF THE PLAN OF ACTION TO COMBAT DESERTIFICATION

Report of the Executive Director

Summary

The Executive Director is pleased to transmit to the Council the findings of the external evaluation of the Plan of Action to Combat Desertification (PACD) (attached) arranged by him in response to Governing Council decision 15/23 which, inter alia, requested the Executive Director "to arrange for an external evaluation of the Plan of Action to Combat Desertification to be conducted and for the results to be presented well in time for the proposed United Nations Conference on Environment and Development in 1992, but not later than the Governing Council at its 16th session" (in 1991).

The Executive Director concurs with the findings and recommendations contained in the report.

Suggested action by the Governing Council

The Governing Council may wish to: note the findings and recommendations of the evaluation and request the Executive Director to forward the findings of the evaluation report to the Preparatory Committee for the United Nations Conference on Environment and Development 1992 as part of the Council's report on the status of desertification and implementation of the United Nations Plan of Action to Combat Desertification. In addition, the Council may wish to further request the Executive Director to revise the existing recommendations of PACD in light of the evaluation findings and the progress achieved in its implementation and to include the revised recommendations into the Council's report on the status of desertification and implementation of the United Nations Plan of Action to Combat Desertification.

THE EXTERNAL EVALUATION OF THE PLAN OF ACTION
TO COMBAT DESERTIFICATION

CONTENTS

	<u>Paragraphs</u>
I. Introduction	1-3
II. Validity of the Plan's premises	4-5
III. Validity and feasibility of Plan's recommendations	6-9
IV. Appropriateness of the mechanisms for the implementation of the Plan	10-13
V. Appropriateness of the mechanisms for the financing of the Plan	14-18
VI. Causes of the shortcomings in the implementation of the Plan	19-20
(A) Lack of priority given to the PACD	
(B) Lack of financial resources	
(C) Lack of co-ordination	
(D) Failure to include desertification control activities in national development plans	
(E) Lack of government machineries to implement the PACD	
(F) Lack of community participation	
(G) Incidence of drought	
(H) Complexity of PACD's design	
VII. Conclusions and recommendations	21-41

I. INTRODUCTION

1. In view of the great concern that desertification remains unabated, and that international efforts to halt its spread, as envisaged by the United Nations Plan of Action to Combat Desertification (PACD) endorsed by the General Assembly in 1977, remain inadequate, the Governing Council at its 15th session requested the Executive Director (decision 15/23, Part A, para. 8) to arrange for an external evaluation of the Plan of Action to Combat Desertification to be conducted and for the results to be presented well in time for the proposed United Nations Conference on Environment and Development in 1992, but not later than the Governing Council at its 16th session" (in 1991).

2. This evaluation report was prepared using the following methodology:

(a) Six desertification experts, whose nationality and experience covered all the regions of the world affected by desertification, working independently of one another, prepared a total of six reports;

(b) The reports were synthesized by the UNEP Follow-up and Evaluation Section into a single draft report;

(c) The draft report was then discussed and amended by 10 high-level experts in desertification at a meeting held in Geneva from 6-9 July 1990. Five of the ten experts who attended this meeting were among those who had prepared the original reports.

3. The text that follows is the independent evaluation of the validity of PACD.

II. VALIDITY OF THE PLAN'S PREMISES

4. There was general consensus among the consultants that:

- (i) PACD is an appropriate instrument to assist Governments in developing national programmes for arresting the process of desertification;
- (ii) PACD is based on sound scientific grounds;
- (iii) The objectives of PACD remain sound;
- (iv) The basic principles guiding PACD, as contained in paragraph 16 of PACD, are valid;
- (v) The following three priorities for action were and still remain valid: (a) arresting the desertification processes; (b) establishment of ecologically sound and productive land use; and (c) social and economic advancement of the communities affected by desertification.

/...

5. However, some of the Plan's premises need to be reviewed in light of the following:

- (i) The goal of implementing the PACD by the year 2000 has proved unrealistic. In 1984, the General Assessment of Progress in the Implementation of PACD suggested that it be extended for an additional period of 10 years. However, it would be more realistic to note that anti-desertification action is a continuing process of sustainable development and that it is difficult to set an exact target for its complete implementation;
- (ii) The assumption that both donors and host countries were ready to "divert" human and fiscal resources from immediate development activities to long term rehabilitation of desertified lands was, in retrospect, overly optimistic;
- (iii) Equally over-optimistic was the expectation that Governments would change their internal policies that set action priorities in a relatively short period of time;
- (iv) PACD was presented as an answer to desertification problems. Many governments did not perceive it as part of a broader plan for sustainable development although this was the context within which PACD was presented;
- (v) PACD gives great weight to the causes and symptoms of an ecological and agricultural nature, while the underlying forces exacerbating desertification are, in fact, rooted in social and economic conditions;
- (vi) PACD calls for giving priority to the protective maintenance of productive lands prone to desertification rather than to distant prospects of complete reconstitution of areas that are already degraded. While this is valid from the agricultural and economic points of view, it may not be justified if we are dealing with populations living on marginal lands where most desertification occurs, particularly in developing countries. Whether these populations live on productive lands prone to desertification or on lands that need complete reconstitution, their situation should be given priority in any anti-desertification programmes. Otherwise neglecting them will force them to overuse other lands that are productive but prone to desertification, i.e. emphasis should be placed on marginal land stabilization, but non-desertified areas that are desertification prone should not be neglected. In any event, priorities should remain site-specific, taking into consideration the state of the population;
- (vii) Although the PACD specifically pointed out that "desertification" was not an advance of the desert frontier engulfing productive land on its perimeter, the term "desertification" gave many politicians this incorrect perception. The term "land degradation" would have led to better understanding. From our current perspective, a more accurate terminology is necessary;

/...

- (viii) The definition of desertification needs to be sharpened. Earlier definitions represented desertification as an environmental problem that could be combated if the money and technology were available. It is now understood widely that the desertification process, like many other environmental problems, is a complex problem linked with development and the use of land and water resources. It calls for an updated definition. An accepted definition is that desertification is land degradation in arid, semi-arid and dry sub-humid areas resulting from adverse (effect of) human impacts.

III. VALIDITY AND FEASIBILITY OF THE PLAN'S RECOMMENDATIONS

6. The recommendations contained in PACD were the result of discussions among delegates representing 94 countries. In order to achieve consensus the recommendations had to: (i) cover the specific concerns of all delegations attending the United Nations Conference on Desertification (UNCOD), and (ii) be broad enough for global application. The result was that PACD was approved by UNCOD with 28 recommendations, which, in retrospect, were:

- (i) Overambitious, given the available resources. If adequate financing had been made available and if Governments had incorporated desertification control measures into their national development plans, it is possible that the recommendations could have been implemented;
- (ii) Too numerous, so as to overwhelm countries that lacked capabilities and resources;
- (iii) Although general in their nature, so comprehensive in their coverage of all aspects of the desertification problem that they seemed a blueprint for environmentally sound development.

7. Although the recommendations of PACD can still be considered valid, their lack of focus may have resulted in a less than desired concentration on the major issues.

8. Some recommendations contained in the PACD are formulated on the basis of scientific and technical approaches, omitting the economic and social implications that are better understood by politicians and decision makers. Hence, those recommendations in PACD that deal with socio-economic aspects could be strengthened, emphasizing the need for comprehensive economic planning for national development, implementation by local communities and environmentally sound management of resources. There is also a need to make it clear and to realize that the costs of allowing desertification to continue will be greater than the costs of preventing it.

9. The General Assessment of progress in the implementation of the PACD, 1978-1984, contained a number of recommendations that are still valid.

IV. APPROPRIATENESS OF THE MECHANISMS FOR THE IMPLEMENTATION OF THE PLAN

National mechanisms

10. Because of the reasons given in section VI of this report, national mechanisms to implement PACD were not effective. However, the national mechanisms foreseen in PACD for its implementation remain valid and will work if Governments give priority to the implementation of the Plan and if adequate funding is provided.

Regional mechanisms

11. Regional mechanisms for implementation of PACD may involve too many actors to be practical; but regional mechanisms for co-ordinating certain activities, such as research, training, exchange of information, such as regional networks, would be effective.

12. The main constraints to developing regional plans of action and to establishing research centres have been lack of resources and strained political relations rather than inadequacy of regional machinery.

International mechanisms

13. The international mechanisms set out in PACD for its implementation are adequate:

- (i) The Governing Council of UNEP has been successful in specifying particular activities for priority actions and in following up the progress made in implementing PACD world-wide;
- (ii) The United Nations Sudano-Sahelian Office (UNSO), through the UNEP/UNDP Joint Venture as a special institutional arrangement, has effectively initiated and supported many activities for the implementation of PACD in the Sudano-Sahelian region of Africa;
- (iii) The Inter-Agency Working Group on Desertification (IAWGD), has been useful, although it could have been a more effective mechanism if, its decisions and recommendations had been followed up and incorporated into the programmes of the United Nations specialized United Nations agencies;
- (iv) The Desertification Control Programme Activity Centre (DC/PAC), on behalf of the Executive Director of UNEP, did not guide the implementation of the PACD effectively because of insufficient organizational structure and personnel. DC/PAC should be moulded into a group capable of, inter alia, monitoring the implementation of PACD globally, pinpointing the gaps in implementation and suggesting remedial action.

V. APPROPRIATENESS OF THE MECHANISMS FOR FINANCING THE PLAN

14. Although the mechanisms for financing PACD as foreseen in recommendation 28 seemed appropriate, they have only generated a fraction of the funding needed to carry out the plan. As the reasons given in section VI of this report review, financial mechanisms will succeed only if there is political will behind them. In addition, the various mechanisms for funding the Plan of Action were each dependent on new resources or substantial diversion of existing resources. In no case, did this happen on the necessary scale.

15. DESCON has not been an effective mechanism. The General Assessment of Progress in the Implementation of the PACD (1978-1984) (see UNEP/GC.12/9, para. 84 and 85) gave the reasons for the modest performance of DESCON. These reasons are still valid.

16. The UNSO resource mobilization mechanism, supported through the Joint Venture with UNEP/UNDP, has proved to be a viable and increasingly effective arrangement for seeking and channelling additional resources into desertification-control activities in 22 countries of Africa. This success is due in part to an approach based on seeking specifically earmarked resources from donors for operational field projects that are formulated and implemented in close collaboration with the Governments and donors concerned.

17. Programmes as implemented may be understandably short-term, but should be conceived within the framework of a long-term perspective.

18. New mechanisms for financing are suggested in section VII of this report.

VI. CAUSES OF THE SHORTCOMINGS IN THE IMPLEMENTATION OF PACD

19. The main causes for the failure to implement PACD were:

(a) Lack of priority given to PACD

- (i) Because of scarce financial resources, Governments in developing countries suffering from desertification gave preference to short-term investments with high returns rather than the long-term low-yield investments necessary to combat desertification. Preference was given to increased production of cash crops in large-scale agricultural schemes, often disregarding control measures that would help prevent desertification, i.e. giving priority to short-term economic growth rather than long-term sustainability;
- (ii) Many Governments in countries suffering from desertification did not recognize the enormity of the threat posed by desertification, did not appreciate the costs of desertification and did not appreciate the complex processes of desertification;
- (iii) Many Governments in countries suffering from desertification found it difficult to undertake holistic planning by breaking through traditional bureaucratic boundaries that cause sectoral planning by the various ministries;

/...

- (iv) Many Governments in countries suffering from desertification did not and still do not have a clear-cut multisectoral governmental organ to co-ordinate the implementation of PACD. In the few countries that have a national PACD, the body responsible for its implementation is in some cases a sectoral ministry without the appropriate authority for co-ordination. In general, countries did not place PACD high enough on their agenda, to consider seriously organizational changes to accommodate it;
 - (v) Some Governments in countries affected by desertification gave priority to development in areas other than marginal areas, which are the ones most affected by desertification;
 - (vi) Political instability and hostilities in many countries suffering from desertification were a difficult setting within which to mount an effective programme on environmental problems of natural resources. Moreover, desertification problems were aggravated by the hostilities and consequent flux of refugees.
- (b) Lack of financial resources
- (i) Many donors did not allocate sufficient resources to implement the large regional and global programmes to combat desertification recommended by PACD;
 - (ii) Donors preferred to invest in projects that would yield quick visible results that would easily be translated into cost-benefit figures. Unfortunately, most desertification control activities yield results only after a long time period and the cost-benefit figures cannot be easily calculated;
 - (iii) The bilateral donors, much like the recipient countries involved, demonstrated an inability to adjust their aid programmes to any significant degree to accommodate the campaign against desertification. The reasons for this were: (a) few donors had staff who were familiar with the broad issues of desertification or had a structure which permitted them to acquire such expertise readily; (b) aid programmes could more easily focus on traditionally oriented sector projects; (c) the record of multi-sector assistance projects was not a good one in the eyes of most donors; (d) ranching projects in semi-arid areas were already recording a low success rate; (e) while one or two countries did attempt donor conferences on desertification, lack of co-ordination between donors and the recipient countries resulted in very little response; (f) projects presented to donors were not part of national development plans.

(c) Lack of co-ordination

Governments, donors and international organizations did not follow an integrated approach to combat desertification in large regions affected by it. Instead, they supported anti-desertification projects in an unco-ordinated way, often in an ad hoc manner. This approach had little effect on the regional causes of desertification. However, at the national level, there were a number of activities that were attempted with varying degrees of success.

(d) Failure to include desertification control activities in national development plans

- (i) Most Governments in countries affected by desertification failed to include desertification control activities in their development plans. In the cases where national PACDs had been prepared, they were not integrated into the national development plan;
- (ii) Many Governments failed to give due attention to the ever-increasing population pressure in areas subject to desertification and to provide alternative livelihood systems. The consequence is that fragile natural ecosystems are progressively being overtaxed without consideration for their inherent fragility.

(e) Lack of government machineries to implement PACD

- (i) National institutions or machinery to combat desertification in many affected countries is inadequate or non-existent. In cases where a national institution existed, because of general economic and financial constraints, it was not provided with the necessary resources nor with the required political support;
- (ii) Most Governments in countries suffering from desertification have not put in place adequate national legislation to stop the human-induced causes of desertification;
- (iii) Most Governments in countries suffering from desertification encountered difficulties in creating socio-economic structures to promote successful use of available technologies to prevent and reclaim land lost to desertification;
- (iv) Most Governments in countries suffering from desertification lack the technical staff and extension services necessary to deal with the phenomenon;
- (v) On the whole the Governments of countries suffering from desertification failed to create viable rural financial institutions and sources of credit conducive to reducing desertification.

(f) Lack of community participation

In some cases where Governments implemented measures to combat desertification, the impact was insufficient because (i) they lacked community participation and support, i.e., large projects were implemented from the top down, or (ii) the projects emphasized soil and water management in complete isolation from wider programmes for development and social progress.

(g) Incidence of drought

A large part of Africa south of the Sahara, especially that area most affected by desertification, faced an almost continuous rainfall deficit for most of the period 1970-1985. In the early 1980s, Sudan, Ethiopia, Somalia, Kenya, Botswana, among other areas, were in the throes of a major drought which, in some countries, led to massive food shortages and loss of herds and human life. Under these circumstances, Governments, donors and the international community, which already had a marked preference for short-term investments, placed emphasis on dealing with the immediate crisis, using available financial resources for inadequate forms of assistance such as relief food aid. However, the severity of the crisis did result in some greater awareness of the underlying problems of desertification in both the recipient countries and in the donor community.

(h) Complexity of the PACD's design

20. Although it is difficult to determine whether PACD would have been implemented more effectively had it been designed or written differently, it is the considered opinion of several experts that:

- (i) The use of the term "desertification" rather than "land degradation" may have caused a misunderstanding of the process, especially when the term "desertification" was translated into local languages;
- (ii) The recommendations were too detailed for decision makers to consider. This may have discouraged their full consideration;
- (iii) The recommendations contained in PACD were over-ambitious. As indicated in paragraph 6 (iii) above. They were so comprehensive that they seemed a blueprint for environmentally sound development. This lack of focus may have resulted in a less than desired concentration in response to the major issues;
- (iv) As section VII of this report will demonstrate, some of the recommendations did not emphasize sufficiently some important aspects of PACD implementation.

VII. CONCLUSIONS AND RECOMMENDATIONS

21. The main causes of the lack of implementation of PACD were that both Governments and donor community, for the reasons listed in section VI of this report, did not give priority to PACD. Additionally, PACD was too ambitious for the resources available; even today it is unlikely that sufficient resources would be immediately available for its full implementation. Another

/...

problem is that data on desertification is not precise and that changes in the level of desertification are hard to quantify. Hence the monitoring of key indicators of desertification should be included in national and international environmental monitoring programmes.

22. Overall, the findings of this report do not differ significantly from those contained in the General Assessment of Progress in the Implementation of the PACD 1978-1984 - UNEP/GC.12/9. However, there is a point of departure as to the validity of PACD. The 1984 Assessment reconfirmed:

- (i) The validity of PACD as the tool to assist Governments in controlling the desertification process;
- (ii) The premises and principles which guided the formulation of the Plan.

23. Section II of the present report reconfirms the validity of PACD as a tool for experts and technicians. The present report also reconfirms the principles contained in the Plan. However, it criticizes the Plan for its lack of focus and for omitting socio-economic factors associated with desertification that should be better understood by politicians and decision makers.

24. It is the considered opinion of the experts who undertook the evaluation that despite its comprehensiveness and some lack of focus, as well as the fact that some of the recommendations of the Plan omitted socio-economic aspects, PACD is a tool useful to experts and technicians involved in designing plans for combating desertification. Hence, PACD should remain a global strategy for desertification control.

25. However, there is a need for wider understanding of PACD, particularly among politicians and decision makers. To this end, there is a need to address the shortcomings outlined in section VI and for guidelines for the Plan's implementation, particularly on means of incorporating desertification control activities into national development plans.

26. There is also an urgent need for the preparation and dissemination of a slightly revised version of PACD and its guidelines.

27. In preparing guidelines for PACD implementation at the national and regional level, the number of suggested actions should be focused on the problem addressed and should take into account the practicalities of implementation.

28. The guidelines should emphasize socio-economic issues involving land use systems, including management of common land. The guidelines should suggest remedies for social inequities, such as land distribution, and the proper role of women. Possible incentives for farmers should be emphasized.

29. The guidelines could possibly be written according to the following land use systems: (i) rangelands, (ii) rainfed agriculture, (iii) irrigation, (iv) other land uses. This land use division might be followed in preparing national and regional plans of action to combat desertification.

30. In preparing guidelines for PACD implementation, it would be clearer to group the recommendations by category, e.g.:

Category I: Monitoring and assessment and planning - Recommendations 1,2,4,5,11,12,15,16,21,22;

Category II: Management of the problem - Recommendations 6,7,8,9,10,13,14,17,18,19,20,24;

Category III: Supporting measures - Recommendations 3,23,25,26,27,28.

31. In preparing the guidelines, the importance of instituting a central planning and co-ordinating mechanism in the Government should be emphasized. Implementation of a national PACD should be decentralized. At this level, positive public participation must be ensured. The paramount importance of integrating national plans of action to combat desertification into national development plans, together with clearly allotted financial resources, must be emphasized.

32. The distinction and interrelationships between drought and desertification must be clearly and simply explained.

33. The following issues should be emphasized: (i) training in the modern methodologies of monitoring physical and social indicators of desertification; (ii) research for increasing the accuracy and practicability of these methodologies; (iii) supporting developing countries in developing their systems for monitoring desertification.

34. Training should emphasize the following topics: planning for development in drylands with recurring drought; management of soil and water in drylands; monitoring and assessment of desertification; monitoring of human conditions in drylands; evaluation of the socio-economic costs of desertification; land-use planning in drylands; provision of public information on desertification control. Training and retraining should take advantage of training institutions in both developing and developed countries. Training should also lead into the preparation of guidelines in each of the specific areas of training. In addition, there is need for public awareness campaigns among the rural pastoral people to make them strive for improved higher standards of living.

35. The guidelines should include means of encouraging NGOs to play their role in combating desertification, particularly at the grass-roots level.

36. The guidelines should explain that donor support would be more readily available if anti-desertification programmes were presented to donors as part of the national plan for sustainable development.

37. There are no suggested changes concerning the mechanisms for PACD implementation. However, the General Assembly, in its resolution 44/172, decided that the DESCON mechanism should continue to operate. Hence, there is a need for an in-depth study and consultations on how to make it more effective. Similarly, the group of experts who reviewed the validity of PACD felt that IAWGD was a very important mechanism for co-ordination and that ways and means to make it more effective should be explored. The experience gained through UNSO (see paragraphs 13 (ii) and 16) should be used as a basis for strengthening this mechanism and for exploring the possibility of setting up UNSO-like structures for other affected regions of the world.

/...

38. Some possible additional financial mechanisms could be:

- (i) An independent international corporation to raise finances and attract other investments. It would lend the funds for desertification control projects at low interest rates;
- (ii) A desertification foundation to support education and research activities in some regional or national centres involved in desertification problems. UNEP should take the lead in creating such a foundation in co-operation with UNDP, other United Nations bodies, and donor countries.

39. Experience has shown that the problems of desertification control are complex, difficult and cannot be solved overnight, especially in the 1990s with a larger desertified land surface than in 1977 and a greater affected population. Achievements have been modest, but have provided valuable experience. Now, 14 years after UNCOD, the Governments, the donor community and the United Nations system have more experience in tackling some of the issues than they did in 1977.

40. Governments today have a better perception of desertification and realize the size of the problem. What is needed are demonstrable models at the country level, together with convincing data. Demonstrable models should be based on linked short-term projects to achieve long-term targets. These short-term projects should help the local populations to improve their livelihood. Efforts should concentrate on a few countries that have demonstrated political will to combat desertification with a view to making success stories that can be replicated. Emphasis should be placed on preparing national PACDs and obtaining bilateral assistance for their implementation, again step by step.

41. Apart from political will, the keys to the successful implementation of PACD are co-ordination between Governments, donors and the international community, more efficient use of existing resources and new resources. Given the current concern for environment, the time is ripe for such an initiative. However, it must be realized that financial resources of the magnitude needed to (i) stop further loss of productivity caused by desertification and (ii) rehabilitate desertified land are very difficult to raise in full. Efforts should be focused on specific components of the desertification problem. National institutions and national planning mechanisms should first be put in place, then the more tangible and tractable issues of desertification should be tackled step by step.
